DOCUMENT RESUME

ED 123 341 CE 006 892

TITLE	Adult Education in the Nordic Countries. Denmark.
PUB DATE	76
NOTE	40p.
EDRS PRICE	MF-$0.83 HC-$2.06 Plus Postage.
DESCRIPTORS	*Adult Education; Adult Educators; Agency Role; Developed Nations; *Educational Administration; *Educational Assessment; Educational Finance; Educational Opportunities; Educational Research; Foreign Countries; Government Role; Instructional Materials; Interagency Cooperation; *National Programs; *State of the Art Reviews; Teacher Education
IDENTIFIERS	*Denmark

ABSTRACT

A broad overview of adult education in Denmark is presented in the document. Eight general topics are discussed, and include: (1) Aims, providing background information on national training schemes and agencies; (2) Paths to Adult Learning, systematizing the many adult education organizations, activities, and opportunities under the headings of general liberal non-vocational, competence based, labour market-oriented, and the self-learner; (3) The Organs of Public Administration, outlining various administrative agencies; (4) Co-ordination and Co-operation, examining methods for interagency co-operation and public relations; (5) Financing, in terms of distribution principles, general liberal non-vocational adult education, qualifying adult education, labor market relations, self-study, diverse expenses, and special arrangements; (6) Training of Teachers Within Adult Education, examining current and alternative training methods; (7) Research in the Field of Adult Education, presenting a brief review; (8) Concerning Teaching Aids, examining their availability and distribution. Tables supplement the text. A trend towards increasing priority for adult education is noted. It is stated that Denmark lacks current systematic research on adult education and the reader is warned that the document must be taken with reservation, being of necessity based far too much on a subjective evaluation. (LH)

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APR 0 6 1976

Adult education in the Nordic countries

NORDIC CO-OPERATION IN THE FIELD OF EDUCATION

DENMARK

ED123341

CE006892

U.S. DEPARTMENT OF HEALTH
EDUCATION & WELFARE
NATIONAL INSTITUTE OF
EDUCATION

THE SECRETARIAT FOR NORDIC CULTURAL CO-OPERATION

1 Denmark

1.1 *Aims*

1. Generally speaking, the ever-increasing interest devoted to education in the post-war years has been to the advantage of the basic educational core. The term "educational core" in this paper refers to the primary school (9 years), the secondary (10th to 12th years), both academic and vocational, and higher education based on a completed training at secondary level. In principle the educational core is supported by the community and maintained within given guiding lines as regards level, content and curricula. Although no correlation necessarily exists between the various sections of the educational core it is in principle based on the completion of an unbroken sequence beginning at the pupil's 7th year and lasting for a maximum of 18–20 years.

Outside of this educational core we have adult education. It may exist parallel with the educational core (competence-based adult education), it may supplement or complement it (retraining, further and reconversion training schemes); but it can also exist without any particular connection with the educational core (general liberal non-vocational adult education, or enlightenment). Adult education has many different sponsors and is without any clear-cut financial structure. It is designed for those not enrolled in the various categories of the educational core and who normally do not qualify age-wise.

2. Even though adult education in Denmark dates back as far as the middle of the 18th century, and received its first legislative provision as early as 1814 in the first Elementary Schools Act, it has hardly any clearly formulated or officially stated aim of educational policy, and no definition or even demarcation of this area has ever been made.

This gives rise to considerable practical difficulties whenever an attempt is made to assess the extent and cost of adult education.

A demarcation of adult education has been attempted in the foregoing as an alternative to the educational core. On this basis there can be nothing but full support for the definition proposed by UNESCO in connection with the International Standard Classification of Education (ISCED), in which no distinction is made between "adult education" and "out-of-school education". The consequence of this, however, must be a concept of education which goes further than the one within which ISCED operates.

In Denmark as in most other countries, adult education has developed as the need has arisen, without any overall plan. The result is that this "alternative system" is today spread amongst various Ministerial instances, giving adult education a wide, richly varied, but little co-ordinated educational area. It is therefore possible only to assemble and arrange data that can provide an incomplete estimate of the present situa-

tion. Statistics will always be inconclusive, so this paper must be taken with reservation, being of necessity based far too much on a subjective evaluation.

Adult education exists at present under the following Minstries:

Ministry of Education	*Examples of activities*
– department	Royal Danish Institute of Educational Studies
– directorate for primary and lower secondary schools, adult and youth education, teacher training colleges etc	National Handicraft Studies Adult Education in residental colleges General liberal non-vocational adult education
– directorate for Upper Secondary Schools and Higher Preparatory examination	Matriculation and higher education courses
– directorate for vocational training	Technical and Commercial colleges, Vocational teacher training
Ministry of Labour	Educational establishments for unskilled workers
Ministry of Trade and Commerce	Technological Institutes
Ministry for Cultural Affairs	Radio Denmark
Home Office	Civil Defence College
Ministry of Social Welfare	Personnel Institutes for National Care of the Mentally Handicapped
Ministry of State	National Institute of Journalism
Ministry of Budgets	National Institute of Administration
Ministry of Agriculture	Forestry Colleges
Ministry of Defence	Armed Forces Civil Education
Ministry of Ecclesiastical Affairs	Ecclesiastical College
Ministry of Works	Railwaymen's Institutes
Ministry of Justice	Training of Driving Instructors
Ministry of Finance	Training of Customs Officials

In addition, Local authorities and their organisations have their own training schemes. Some of the activities mentioned above are based within the educational core because it comprises part of the initial training. But besides, they conduct adult education in accordance with the given definition.

It can often be very difficult to separate adult education expenditure from the collective budget of the institutions involved. Practically all the above-mentioned Ministries have special advisory organs responsible for the content and level-description of their courses.

3. During the preparatory stages of the current Act on Leisure-time Instruction (passed in 1968), a "supplementary evening school committee" was set up. The result was a White Paper (1965/396 re "Leisure-time Instruction for Adults"), in which the traditions of free and voluntary liberal enlightenment were emphasized.

4. Another vast area is that concerned with adult vocational training schemes under the Ministry of Labour. Also in this instance the regulations (of 2nd June 1971) are formulated in such a way as to leave the planning of the training schemes to the parties concerned.

The object of these training schemes is to secure maximum employment and they are therefore continually adjusted to current technological developments and conditions in the labour market.

5. "Perspective Plan for 1970 – 85" is the title of a Government White Paper published in 1971, and is the result of findings of a working committee set up in 1968. This report notes the lack of continuity and long-term objectives in practically all sectors of the Danish educational system.

It is expected that adult education will develop considerably in the coming years for a number of reasons, and that this development will result in:

- a great part of the population in the productive age-group pursuing further education, and "up-dating" courses, and
- a significant part of the active population demanding continuation training via specially prepared courses or via already existing forms of education.

"Perspective Plan" established further that:

"Three main objectives for adult education can be formulated,

a.– to give adults with insufficient basic education further education (achievement-based adult education),

b.– to provide retraining and possibly reconversion training for adults in respect of current developments in science and technology (vocation-based adult education), and

c.– to provide the opportunity of leisure-time instruction of a supplementary and orientating nature (general liberal non-vocational adult education)."

It must be anticipated that training schemes within the present legislative area of leisure-time instruction will, to a greater extent than hitherto, be incorporated in the education system, partly as additional basic education and partly as preparation for further education.

In addition, state-sponsored opportunities for vocational retraining schemes will become much wider than is the case at present, and retraining schemes will be integrated into existing educational institutions."

6. A debate on adult education took place in Parliament in December 1972. Although aims and principles were not the main subjects of the debate, the following was stated:

"In future we cannot confine our interest to the problems of securing for the adult generations current (secondary) school competence in order that the relationship of the family unit within the home can develop in meaningful harmony – we must also provide educational opportunities that can help people to adjust to the constant changes that are taking place in their jobs and in the community as a whole". (Ole Vig Jensen, spokesman for the Inter-party parliamentary group).

"Adult education in the future must cover a wide spectrum of aims; it has proved to contain the inherent possibility of becoming the dynamic element in the educational system. Adult education need not be an imitation of basic education. As regards content and method it must rise to the needs and demands that adults have to face . . . the connection between adult education and general socio-cultural work must be emphasized . . . Adult education must find means and methods to reach the so-called forgotten people of the community who have had insufficient opportunities of education and cultural enrichment . . . The institutions of higher education will have to face new tasks and responsibilities with regard to research within adult education, the training of adult educators, and the active engagement in adult education itself." (Knud Heinesen, then Minister of Education.)

All shades of political opinion supported these views and there was general agreement on the principle of lifelong integrated education as the basis for a general education policy in a modern dynamic community, and of adult education playing an independent role as equal partner in an integrated education system of the future.

7. By the establishment of the Central Board for Education (summer 1973), which advises the Government on educational issues, adult education was stressed. Adult education shall further the necessary flexibility and should act as the dynamic power in societal development. Recently the Central Board for Education has underlined the importance of adult education.

A special Board for Adult Education was established in spring 1975. This board will be empowered to concern itself with all forms of adult education, irrespective of the Ministry under whose auspices it comes and it will serve in an advisory capacity to the Government. According to its terms of reference, the board should consider adult education as an integrated concept (lifelong education). The 27 members of the board represent a wide range of interested parties.

(It is intended that eventually a further three similar boards should be established, to cover primary, secondary and tertiary education.)

1.2 *Paths to Adult Learning*

In Denmark, as in many other countries, certain trends in the social development of the 60's which gave rise to new concepts of adult education have now become clear. Denmark has experienced tremendous improvements in living standards, increased productivity, re-organisation of production and consequently of industrial structure, changes in consumer patterns and developments towards larger units of administration, education, social health, production and distribution.

The education system has been subjected to change and to more or less thoroughgoing reforms, but the process has been pragmatic. Each educational area has attempted to develop in relation to the expected influx of new students within its own field.

General agreement has been reached in recent years on the trend towards increasing priority for adult education. Whilst "Perspective Plan" (PP I) confirmed these trends, PP II("Perspective Plan for 1972 – 87") stated briefly that "there is thus every reason to give adult education a high priority", and pointed out that for reasons of scarce ressources it would be necessary to consider the possibility of a redistribution within the education system as a whole, e. g. to allocate more funds for re-training programmes.

Factors supporting this supposition (including points from PP I and the parliamentary debate in December 1972) include:

- that about 3/4 of employed persons in Denmark have only had seven years basic education
- that a considerable percentage of employed persons are skilled in trades that through changes in social structure and industry no longer exist, or which they

have left,
- that the increase of leisure-time leads to an increasing demand for leisure-time instruction,
- that the efforts on behalf of initial schooling in the 60's has created a generation gap and will encourage inequality,
- that the increase in effectivity and specialisation, and their consequent psychological pressures will necessitate "breathing spaces" which will afford development of self-expression and creativity,
- it is increasingly vital to create a general framework for communicating across the limitations of specialization.

Added to this is the growing realisation that however long or excellent the initial education may be, they can never supply the young with the learning and skills they will need in as little as 10–15 years' time. Just as certain jobs cease to exist, new jobs are constantly created. Changes of profession and trade will be everyday occurences in the future. Geographical as well as social mobility is increasing and with it the organisational theory which in OECD terminology is referred to as "recurrent education" seems obvious.

It has been strongly urged that it is only through adult education that the community will be able to

- formulate its objectives and subject them to discussion,
- develop the competence and skill necessitated by change,
- achieve the maximum adjustment in a situation of change, and
- continue to change and to develop.

Adult education has also, however, the additional responsibility of helping the individual. One of its aims must therefore be to help the individual in the task of adjusting to new and untried conditions.

Adult education students must

- be encouraged to influence the development of the community,
- practise problem solving,
- be encouraged to evaluate new influences critically,
- practise constructive thinking, and
- learn to see themselves as a responsible part of the whole.

Denmark in the 1960's witnessed a growing acceptance of the whole concept of adult education. Prior to this, it had been identified with the traditional forms of liberal enlightenment, (viz. for instance the Danish report to UNESCO's first World Conference on Adult Education in 1949) whereas adult education today is accepted as defined in ISCED (viz. 1.2)

As a result of this, there is no longer the sharp delineation between *general liberal non-vocational adult education*, the more *vocationally-based re-training* and *re-conversion schemes*, and *competence-based adult* and *further education*.

In the following, an attempt will be made to systematize the many adult education activities under four headings: *general liberal non-vocational, competence based, labour market-orientated* and *the self-learner*.

The description will have to be incomplete. Denmark lacks current systematic research on adult education – the research that has been carried out has emphasized its pedagogical and psychological aspects. The socio-educational aspects have been neglected but are gradually being introduced. This description with all its omissions must therefore be considered a first exercise – an attempt to map out the present situation.

1.2.1 *General Liberal Non-vocational Adult Education*: – by this is meant *adult education of a liberally enlightening character orientated towards personal development, expression and emancipation*

General liberal non-vocational adult education (liberal enlightenment) is not competence-based; it does not assume any predetermined description of level; it does not pursue any pre-established or centrally dictated curricula; and it has not established any criteria for formal qualifications either

for students or tutors.

This type of adult education is conducted by a large number of different sponsors, working independently as a matter of principle and often regarding each other as competitors. Until recently this type of education was considered a relative "outsider" in relation to the rest of the education system.

There is a time-honoured tradition in Denmark for the initiative in adult education of a liberally enlightening character to be taken locally, first and foremost by private organisations or by private persons. This tradition is strengthened by the assumption that many of the sponsors are in close contact with many different sections of the community (grass-roots contact) and are thus in a position to administer the relevant offers to the best possible effect (participation in decision making).

Recent investigations have shown, however, that serious regional differences exist – to the advantage of the cities and particularly of the capital.

There have always been many practical difficulties connected with the undertaking of a clear and systematic description of Danish adult education, and in particular, of general liberal non-vocational adult education.

With regard to UNESCO's International Standard Classification of Education (ISCED), an attempt will be made in this description to distinguish between formal and non-formal general adult education.

A. Formal adult education is characterized by

- the enrolment of students to a particular course
- the registration of their attendance in some way or other, and
- the arrangement of a programme of fixed duration.

B. With non-formal adult education there is no enrolment or registration, but there can be a pre-arranged programme, e. g. a series of meetings on the same theme or topic.

re A. Formal adult education covers:

Partly still of compulsory school age	a. Youth Schools	supplementary and alternative to the educational core
	b. Continuation Schools (14–18 yrs.)	
	c. Residential Youth Colleges	
	d. Child and Youth Hobby Groups	
	e. General Leisure-time Instruction for Adults	
	f. University Extra-mural Departments	
	g. Correspondence Colleges	
	h. Adult education for seamen	
	i. Folk High Schools (residential)	
	j. Youth High Schools (residential)	
	k. Domestic Science Colleges (residential)	

re B. Non-formal adult education:

l. club activities for children and youth
m. enlightenment in general, e. g. of informative character
n. Public libraries' and other cultural arrangements
o. Mass Media

Agricultural Colleges are traditionally counted among general liberal education establishments, where they also belong legislatively, but in fact they provide vocational training.

As the integration of media and methods is gradually developing, a number of mass media activities will be included under formal adult education.

1.2.1.1 *General liberal leisure-time instruction, etc.*

It is a time-honoured tradition that all who can assemble the required number of students can arrange courses of a liberally enlightening character on equal terms (largely point e. above).

The Act on Leisure-time Instruction (1968) established that private sponsors come before public ones. Where no private sponsor exists, public sponsors, i. e. the local authorities, come into the picture, in which case they also assume responsibility. The exceptions are the Youth Schools (point a. above) which can be private but which in 95% of cases are under the local authorities. They are an integral part of the local school plan and an accepted responsibility. About four-fifths of general leisure-time instruction for adults is run privately and about one fifth publicly.

A programme of education and leisure-time activity for all citizens in all parts of the country *must* exist either on private or public initiative. In principle, however, there is no difference in objectives, content and method between adult education run by public and by private sponsors. The only conditions imposed are that all subjects be treated without prejudice and that instruction be open to all.

The consequence of this tradition is that there are a large number of sponsors in voluntary adult education. Only about a dozen of them can offer nationwide coverage. The largest are three politically affiliated education associations, the Workers Education Association (AOF), Popular Education Association (FOF) and the Liberal Education Association (LOF). There is also a Free Education Association (FO). In Autumn 1973 the Danish Education Association (DOF) was started in an attempt to unite the local authorities and non-political sponsors.

Many of the sponsors have their roots in — and are themselves part of — the popular movements that sprang up in the 19th century.

Conditions prevailing in Denmark permit the granting of public subsidies to sponsors (such as the education associations) without any special stipulations as to numbers or organisational form.

With regard to administrative forms, the *youth schools* (point a. above) are subdivided as follows:

- general liberal youth school courses
- club activities
- camps.

Within *general liberal leisure-time instruction for adults* (point e. above) a distinction under the terms of the Act was observed both administratively and pedagogically between the following forms:

- evening classes
- study circles
- hobby groups for adults ("groups of interest")
- special instruction (compensatory and remedial)
- evening high-schools
- lectures
- supplementary cultural arrangements (which can also figure in connection with youth schools and leisure-time activities for children's and youth clubs).

Revisions of the Act leading to Amendments in 1971 and 1972 have largely put an end administratively speaking to these distinctions, and most of these organisational forms are now covered by the term "general leisure-time instruction for adults".

At evening classes, study circles and hobby groups for adults, recreative and manual subjects and foreign languages predominate to a very great extent, while evening high-schools, lecture series (and to a certain extent study circles) concentrate on socially orientated cultural and psycho-pedagogical subjects.

It can nevertheless be observed that subjects cover a wide range and that the sphere of topics is under constant review mainly because changes in society are rapidly reflected in the subjects discussed in voluntary

adult education.

The extent of leisure-time instruction is very difficult to define with anything like satisfactory accuracy. Official statistics deal only with information on numbers of students, their classification into age-groups and the number of hours instruction for each class. The best of these would be the number of hours of instruction, a yard-stick used also to allocate subsidies. (During the course of 1975, a more thorough consumer survey will be published, analysing the statistic information over the past years.)

But even with these reservations, a great quantative expansion in leisure-time instruction can be observed since 1960. (The Act on Youth and Evening Schools, forerunner of the Leisure-time Instruction Act, 1960)

In the case of *Youth Schools*, there have been six times as many students (from 20 000 to 120 000) and for *general leisure-time instruction for adults*, an increase of 50% (from 350 000 to about 500 000 students). The increase in general leisure-time instruction remained steady throughout the 1960's until 1970–71. The following year, 1971–1972, showed for the first time a decline in enrolment to general leisure-time instruction. The class average was reduced from 17.4 to 13.7, enabling the number of classes to remain the same; but the hours of instruction or class were similarly reduced (from 42.9 to 35.3). The decrease in general leisure-time instruction was balanced, however, by an increase in competence-based education under the terms of the Leisure-time Instruction Act. These shift..gs can be explained by the fact that economic pressure necessitated a departure from the principle of liberal free adult education, formulated in an amendment to the Act in 1971. For the first time students were charged the equivalent of one third of the tutor's salary. Later, students' fees were reduced by half (to one sixth of the tutor's salary). The concept of students' contributions is by now more or less accepted, so participation is once again showing a rapid increase.

Local authority reforms (borough amalgamation as per 1st April 1970) have rendered statistical material for 1969–70 incomplete and without interest in this context.

Since the Act on Leisure-time Instruction (operative from 1st August, 1969) extended the area of operations by repealing certain restrictive regulations, statistical material relevant to the Act on Youth and Evening Schools cannot be compared with similar statistical material after 1969. Under the old

Table 1b Students in 1965/66 classified according to sex and age.

	under 18 years	18–25 years	over 25 years	Total
Women	32 854	64 296	204 161	299 311
Men	15 429	28 934	80 879	125 242
Total	48 283	93 220	285 040	424 553

Table 1a Students in leisure-time instruction for adults (all of Ch. III of the Act) classified according to sex and age.

		under 18 years	18–25 years	26–45 years	46–65 years	over 65 years	total
Women	1970/71	8 370	62 093	171 802	82 047	33 401	357 713
	1971/72	5 016	56 369	132 401	72 882	28 161	294 829
	1972/73	6 460	59 202	152 083	91 113	38 523	347 381
	1973/74	6 624	66 078	166 260	90 593	38 844	368 399
Men	1970/71	7 042	40 064	85 192	31 550	7 976	171 824
	1971/72	5 306	36 527	68 201	26 039	6 777	153 311
	1972/73	6 525	38 223	70 379	28 856	8 098	151 381
	1973/74	6 330	42 370	72 876	28 233	9 133	158 942
Total	1970/71	15 412	102 157	256 994	113 597	41 377	529 537
	1971/72	10 324	92 896	200 602	98 921	34 938	448 140
	1972/73	12 985	97 425	222 462	119 269	46 621	498 762
	1973/74	12 954	108 448	239 126	118 826	47 977	527 341

Table 2 Number of classes and hours classified according to sponsors

Type of activity		Education Associations		Other private sponsors		Local authorities		Total	
		classes	hours	classes	hours	classes	hours	classes	hours
General leisure-time instruction	1970/71	15 667	691 789	6 193	227 998	4 478	220 476	26 338	1 140 264
	1971/72	15 476	547 318	6 209	194 429	3 608	151 460	25 288	893 207
	1972/73	17 759	715 179	7 253	254 179	4 335	189 576	29 347	1 158 934
	1973/74	19 053	790 524	8 265	287 818	4 580	204 786	31 897	1 283 189
Evening High-School	1970/71	1 027	37 461	281	9 375	295	12 325	1 603	59 161
	1971/72	625	21 458	300	8 888	228	9 456	1 153	39 803
	1972/73	497	18 646	117	4 280	213	9 014	827	31 939
	1973/74	349	15 089	154	5 161	160	7 071	663	27 321
Special instruction C.[1]	1970/71	550	25 244	53	1 782	79	3 921	682	30 947
	1971/72	617	24 564	104	4 060	163	8 296	884	36 921
	1972/73	793	33 856	125	4 862	360	38 137	1 278	76 855
	1973/74	1 070	44 158	284	12 145	196	9 893	1 550	66 196
Special instruction R.[1]	1970/71	527	20 732	61	3 366	135	10 000	723	34 099
	1971/72	1 036	43 609	992	48 417	339	35 423	2 367	127 450
	1972/73	1 177	55 209	728	33 915	229	12 606	2 134	101 730
	1973/74	1 223	60 443	909	42 439	467	44 747	2 599	147 630

[1] C. = Compensatory; R. = Remedial

regulations, there were evening schools, evening highschools and lecture series.

In 1965/66, evening schools had a total of 134 309 teaching hours in 22 019 classes, while evening high schools in the same period had 12 697 teaching hours in 1 531 classes.

As regards *lecture series*, 734 were arranged in 1970/71, of which 344 were arranged by the education associations. In 1971/72, there were 684 lecture series, of which 308 were arranged by the education associations. In 1972/73 there were 685 lecture series, of which 313 were arranged by education associations and in 1973/74 the figures were 750 and 334 with 77 000 participants.

The distribution of subjects in general leisure-time instruction for adults in 1972/73, was as follows:

Manual and creative subjects	36 %
Languages (including Danish)	22 %
Gymnastics, Yoga	18 %
Social and cultural studies	8 %
School subjects (other than lang.)	4 %
Other subjects	12 %

Gymnastics and Yoga is the only group with a rising tendency.

1.2.1.2 *The university extra-mural departments*

This covers general non-vocational adult education of a special nature (point f. above). It is based on legislation relating to leisure-time instruction (Ch. VI) and to the Act relating to the governing of institutions of higher education (§ 2). Both have as their aims "to effect a broader knowledge of research methods and results", and the work is conducted in the form of

- university courses (which can cover several semesters) and
- lecture series.

There is an extra-mural department at each of the three universities, (Copenhagen, Arhus and Odense) and a special extra-mural department outside these three cities. They are governed by an Extra-mural Committee approved by the Minister of Education and consisting of representatives from the four departments, the Danish Adult Education Associations Council and the Ministry of Education. A national secretariat under the guidance of a Director of Studies supervises the coordination of activities and the organi-

Table 3 Students at University extra-mural departments.

	65/66	69/70	70/71	71/72	72/73	73/74
Number of students	13 981	12 166	8 857	10 878	18 504	19 583
Number of double periods	996	1 117	984	1 428	1 893	2 173

sation of the special department. The secretariat has its premises in Odense University.

Outside the universities the courses are run in close cooperation with the other sponsors, often in amalgamation as local university extra-mural committees, of which there are 70–80. Extra-mural classes tend to be looked upon as a superstructure to other adult education activities. It should be mentioned that the Copenhagen and Arhus extra-mural departments conduct fairly extensive non-vocational adult education – the language area on a par (and in competition) with other sponsors such as the education associations.

After a decline in the 1960's, the university extra-mural classes are now in a period of rapid expansion.

1.2.1.3 *General Liberal Non-Vocational Adult Education in Residential Colleges*

The residential college form of general non-vocational adult education is characteristic for Denmark. It has rightly been alleged that non-vocational education has its roots in the Folk High Schools (residential non-vocational colleges for adults), the first of which was founded in 1844. The following forms of residential colleges have subsequently developed:

- Folk High Schools (point *i* above – under 2.1)
- Youth High Schools (point *j*)
- Agricultural Colleges
- Domestic Science Colleges (point *k*)
- Continuation schools (point *b*) and
- Residential Youth Colleges (point *c*)

With the exception of the Residential Youth Colleges the above schools come under the legislation of the Act on Folk High Schools, Continuation Schools and Agricultural and Domestic Science Colleges, but their subsidies are based on the Act of 1970 providing state grants to certain private schools.

1.2.1.3.1 *The Folk High Schools*

Today there are 83 Folk High Schools attended each year by about 9 000 people. They are free schools which, by historical tradition, have achieved the position of being state-supported but self-governing. The Folk High Schools have used their independence in various ways in relation to the content and form of learning. The Folk High School concept is by no means rigid; methods of learning vary from one school to another. But they have certain features in common; they are residential, and the collective experiences of the students form the bases for discussions and debates. Another common feature is the absence of final examinations, reports or competence-based testing. Nevertheless, many institutions, training centres and professions consider a Folk High School course an advantage, so students can always obtain a report on request.

Folk High Schools can differ in background and approach. Forms of learning alternate between study circles, discussions, lectures, self-study, project work, excursions and so on. There are usually some compulsory subjects, but apart from these the choice of subjects or topics is left to the students. Timetables can thus vary a great deal with regard to content and scope. Much of the instruction now takes the form of study circles on particular topics, and project work has lately become very popular. Many Folk High Schools now go actively in for inquiries into local community problems. Inspired by educational trends in the 60's, some Folk High Schools place their emphasis on creative and activating educational me-

thods.

Most courses are of 4–6 months' duration, although short courses lasting only a week (5 days) can be recognised.

One of the ways in which Folk High Schools differ from each other is their specialisation in certain areas. The most obvious examples of this are the 5 gymnastics and athletics Folk High Schools which also train gymnastic teachers for voluntary youth and sports club work, and the Nursing High Schools, offering preparatory courses for intending nursing students. (The latter are gradually disappearing as Nursing training in general is reorganised).

There are also Schools which, within the framework of general non-vocational education, offer preparatory courses to candidates studying for the Higher Preparatory Examination (H.F.), trainees, welfare workers and so on. Other Folk High Schools lay special emphasis on languages, music, art, sociopedagogics etc.

An innovation of the 60's was the special Youth Folk High Schools (at present 4), for students in the 17–19 age-group, linking the Continuation Schools with the Folk High Schools. The minimum age for enrolment at a Folk High School is 17 1/2 years at the commencement of the course, but many Folk High Schools have raised this limit.

A lively debate in Danish Folk High School circles is raging at the moment on the question of their position in the framework of education as a whole, sparked off partly by the fact that during the 60's Folk High Schools underwent certain re-adjustments necessitated by changes in the social structure and developments in the education system. Among these was the concept of a 12-year basic education for everyone. Former dependence on the rural population has now been relinquished and there are greater differences in age groups of the students, recruited from all sections of the community.

Concurrently with the creation of the Youth Folk High Schools, a number of Pensioners Folk High Schools have appeared in recent years chiefly on the initiative of Pensioners' Associations and subsidised by the local authorities. There are now 4 Pensioners Folk High Schools offering courses of 1–2 weeks. They are attendended by about 20 000 retired people yearly. The newest addition is the Family Folk High School (1), based on the joint participation of parents (or parent) and children. This form has been developing for several years as a short summer course, and now appears in an extended form in certain schools. In some cases, specially qualified personnel are engaged to look after the children during school hours.

1.2.1.3.2 *Domestic Science Colleges*

There are 25 domestic science colleges offering courses to both male and female students from the age of 16. The colleges teach from recognised curricula but may if they wish lay special emphasis on certain aspects of the subject, such as nutrition and cookery, family and community-based studies or needlework and handicrafts. Other colleges supplement the instruction of domestic science subjects with general school subjects preparing students to sit for the Technical Preparatory or the Extended Technical Preparatory Examination (T.F.1 and T.F.2). The tendency recently has been to extend these courses.

Discussions similar to those mentioned above have been taking place recently about the position of Domestic Science Colleges within the framework of the general education system.

1.2.1.3.3 *Continuation Schools*

Continuation Schools (now numbering about 100) for the 14–18 age-group are the type of residential colleges which have achieved the greatest measure of adjustment within the developments of the education system in the 60's. According to the concepts they are based on and their working methods they must, however, be classified under voluntary non-vocational adult education. Since their courses have been extended

Table 4 Survey of the extent of voluntary adult education in residential colleges.

		number of schools	number of students	percentage of women	largest age-group	number of yearly students[1]
Folk High Schools[3]	61/62	64	7 499	66	18–24 år	2 821
	66/67	72	8 814[2]	66	18–20 år	4 075
	71/72	80	9 021	61	18–20 år	4 116
	72/73	83	8 823	–	–	4 075
	73/74	82	8 675	63		4 057
Agriculture Colleges	61/62	32	3 176	6	18–24 år	1 459
	66/67	28	2 222	5	21–24 år	1 538
	71/72	25	2 466	3	21–24 år	1 504
	72/73	25	2 645	–	–	1 558
	73/74		2 695	5		1 645
Domestic Science Colleges	61/62	36	2 803	–	18 år	1 140
	66/67	32	2 417	–	17 år	1 277
	71/72	25	1 903	99	17 år	943
	72/73	25	2 070	–	–	980
	73/74	23	1 859			914
Continuation Schools	61/62	108	9 963	52	15 år	4 260
	66/67	104	7 604	45	15 år	4 807
	71/72	101	7 077	46	15 år	6 338
	72/73	104	7 275	–	–	6 731
	73/74	105	7 736			7 194
Youth Residential colleges	61/62	–	–	–	–	–
	66/67	5	303	78	–	169
	71/72	2	145	46	15 år	141
	72/73	2	159	–	–	150
	73/74	3	198			178

[1] Indicates total number of students in the various months of the school year multiplied by four and divided by forty. This method of calculation was introduced from 1st August 1970 for the allocation of subsidies.

[2] This figure excludes students attending "short folk high school courses" of 4 weeks or less, namely:

	students	yearly
1961/62	–	–
1966/67	2 315	121
1971/72	13 123	440
1972/73	15 900	628
1973/74	16 108	665

In 1972/73 a total of 17 931 students participated in short courses at the different types of residential colleges being equivalent to 705 students on a year's basis. – In 1973/74 the total figures were 17 947 and 724.

[3] Including 4 Youth High Schools

and are now between 8 and 10 months and with certain changes in their curricula, continuation schools now appear as an alternative to the final classes of primary schools. It is now possible to sit for 9th and 10th class examinations, Technical Preparatory and Extended Technical Preparatory examinations at this type of college.

As a variant to the continuation schools, local authorities can, under the Act on Leisure-time Instruction, establish Residential Youth Colleges, similar to the Youth Schools. (viz. p. 29).

With the exception of the Residential Youth Colleges, all residential school forms share the feature of being independent and self-governing institutions.

A few privately owned continuation schools can still be found.

1.2.1.4 *Public Libraries* (point *n* under 1.2.1. above)

Under the Public Library Act of 1964, public libraries are required to promote enlightenment, learning and cultural activiti-

Table 5. Residential college students classified according to parents' professions (1973/74) (per cent)

	Folk High Schools		Agricultural Colleges	Domestic Science Colleges	Continuation Schools
	long courses	short courses			
Agriculture etc.	18	1	69	25	24
Workers in industry, trades, business and transport	17	26	8	19	27
Self-employed in trades and industry	17	1	2	7	7
Self-employed in commerce and transport	5	1	2	7	4
Self-employed in professions	5	2	1	4	2
Administrative, office or business personnel	9	5	3	10	6
Civil servants and public works personnel	15	15	5	13	10
Other, or not stated	24	49[1]	10	15	20
Total	100	100	100	100	100

[1] Usually older students. (Figures 1971/72.)

es. More specifically they are required "to afford the individual the means to form independent opinions, general and specialised information and the acquisition of knowledge, personal development, human and artistic experience, and also to assist and supplement the area of liberal enlightenment."

To this end, public libraries are recommended "through widely publicised sponsoring activities continually to seek to broaden their contact with the general public and with institutions and enterprises of a liberal-enlightening or other cultural nature".

Many local authorities have sponsored the following types of enterprises, all of which are "non-formal" in character:

- exhibitions (e. g. of books, art and photography, stationary and mobile)
- meetings (e. g. debates, "meet the writers", storytelling for children)
- music (e. g. records, concerts, folk music and eurythmics for children)
- dance (e. g. folk dancing and ballet)
- drama (e. g. workshop theatres, amateur dramatics and children's theatres)
- films.

All the activities mentioned in the above section (1.2.1) share the fact of being primarily (and certainly historically) designed to be of general interest, informative and personality-developing and are based on the voluntary concept. They can thus hardly be classified as "paths of education" of second chance character, but rather as opportunities for development and self-expression.

The absence of sociologically- based research on adult education is a contributory cause of our astonishing ignorance as to who participates in general non-vocational adult education. But much points to the fact that students are mainly recruited from the middle classes and that the response increases proportionately with the size of the community area.

The considerable quantative expansion

does not therefore indicate that recruiting has struck wider social breadth.

1.2.2 *Qualifying Adult Education*

By this is meant *Adult Education designed to provide parallel opportunities to the regular or primary system* – or which is competence-based in another way.

Since the end of the 50's there has been a marked development in adult training schemes. This applies both to the general competence based courses comparable to the educational core and to the more specialised vocational adult training schemes related to the labour market (see below, 1.2.3.3.).

This development has had two consequences, first that new contacts have been established between the various branches of the education system – for example, between general liberal non-vocational adult education (liberal enlightenment) and the educational core, and second that many established educational institutions have become engaged in the training of adults – for example, upper secondary schools and teacher training colleges. While most general non-vocational adult education (2.1) comes under category 9 of Unesco's International Standard Classification of Education (ISCED), competence-based adult education could be classified under four other categories, namely 2, 3, 5 and 6.

1.2.2.1 ISCED-category 2, corresponding to the *3 top classes in primary schools*. (8th, 9th and 10th grade).

This could be the first step towards an "alternative system", and comprises the state-controlled examinations at 9th and 10th class levels, the Technical Preparatory and the Extended Technical Preparatory Examinations.

This education is offered in compliance with the Act on Leisure-time Instruction by Youth Schools and Adult Education organisations. In the case of the latter, it is often jointly organised by several sponsors within the same local area. It is also made available by Continuation Schools, Domestic Science Colleges, Polytechnics and Commercial Colleges.

The Technical Preparatory Examination was introduced with the Evening School Act of 1958, and in 1968 the Extended Technical Preparatory Examination, the 8th, 9th and 10th Class Examinations were added.

Enrolment has developed rapidly – from 700 students on 32 courses in 1960/61 to 4 800 students on 116 courses (1906 classes) in 1970/71 and 6 400 students on 179 courses (2 598 classes) in 1972/73.

1.2.2.2 ISCED-category 3, corresponding to *upper secondary education*, both theoretical and practical/vocational. (11th and 12th grade).

This normally includes A-level courses, the Higher Preparatory Examination, HF, supplementary (gymnasial) courses and various competence-based level-established vocational courses (mainly in agriculture and forestry).

These courses are usually offered by existing institutions, as in the case of Higher Preparatory and Supplementary Gymnasial Courses which are offered by grammar schools, teacher training colleges, advanced training colleges such as Denmark's Technical Institute (to a lesser extent) and by university extra-mural departments. Special A-level courses, of which there are 14, are conducted in special institutions.

Just as the Technical Preparatory Examination (TF) was the product of competence-based adult education in the 50's, HF was the product of the 60's alternative to a university entrance examination. About 1970, agreement on the principle of amalgamation enabled students to take HF under the auspices of the Act on Leisure-time Instruction. One consequence of this arrangement was a rise in the age-level of

candidates which, together with the State *HF* paved the way for a genuinely alternative form of adult *learning*. Close affiliation to existing institutions has undoubtedly hindered a broader development along these lines; in most cases the courses are run under the Leisure-time Instruction Act through close cooperation of several sponsors – often called the Education Associations' Preparatory Course (OF). At present, the process is undergoing adjustment as these Preparatory Courses are now being established at County level on the basis of collective planning of such factors as density of population, public transport, training centres and an action radius of not more than 20–25 km.

Certain vocational institutes teach *HF* subjects, and basic vocational training courses have built a 20-week module to fit in with *HF*. Candidates for A-level courses must be over 18 years of age.

In 1967 there were 811 HF and 3470 A-level students. In 1970 there were 5 158 and 4 698 respectively, and in 1973, 11 174 and 4 650. Under the Leisure-time Instruction Act there are 4 421 who can be converted into 10 397 single-subject HF-students on 35 courses.

1.2.2.3 ISCED-category 5, corresponding to *Practical-based Advanced Training*.

This covers a fairly limited area and is mainly concerned with agriculture and forestry (such as agricultural technology and forestry training). The four Technological Institutes must be mentioned in this connection. From the start they have been extremely active in adult vocational training, but there is a growing tendency now to put the main emphasis on research, course development and special courses. Most of the courses run by these institutions offer retraining and further training for skilled workers, civil servants, master craftsmen and managers in trades and industry. Interest is centred around the introduction of new methods, technology and materials. The courses last from 40 to 120 hours.

In the domestic science sector there are vocational training schemes for the training of institution kitchen supervisers such as the Senior Catering Course, in 1974 available at 5 domestic science colleges. The course takes three years and alternates between apprentice work (2 years in all) and college training (1 year). This course appeals mostly to young students. There is also an Advanced Domestic Science Course, offered at 2 domestic science colleges, consisting of a 40-week course after two years of preparatory training, and attracting mainly older students.

1.2.2.4 ISCED-category 6, corresponding to *a fairly elementary further education of a theoretical nature*.

Although only weakly represented at the moment, this category will in time cover the university courses now run by the extramural departments. They are characterized by level but do not as yet lead to any qualification. This state of affairs is gradually changing, however.

Qualifying Adult Education offers alternative paths to adult learning. It exists in all parts of the country and its students can apply for government education grants. The module systems is gaining ground, especially in the areas run under the Act on Leisure-time Instruction. The post-secondary level is still far from satisfactory; curricula, textbooks and methods have not been adjusted to suit adult learners.

Enrolment to competence-based adult education (the alternative education system) has been steadily increasing in spite of the fact that the system is still in its first phase of development. Students are younger than one had expected – and have therefore had a better educational background than the average adult. Nevertheless a very important cornerstone has been laid to a new education system based on the concept of Lifelong Education. The recently revealed decline in enrolment in secondary (grammar)-gymnasia

and higher education is perhaps an expression of confidence in competence-based adult education's ability to fulfil its expectations in a cycle at some late period in a person's life.

1.2.3 *Adult Education in relation to the Labour Market*

The rapid developments in technology and learning coupled with structural changes in society and industry have necessitated an organisation of the education system that links vocationally-orientated basic education to labour market conditions and supplements it with refresher courses later in life.

In the dynamic community, industry thus requires a flexible basic education system (not related to age) complemented and supplemented by opportunities of:

Re-training courses to modernise, renew and extend basic education, thereby preserving its value.
Further training courses to extend competence and increase the value of previous education, and
Re-conversion training to give new vocational competence not previously possessed by the student.

1.2.3.1 *Employee Organisation Training Schemes*

It would be impossible to name all these organisations and their activities. They are mainly concerned with professional topics, on-the-job problems, social problems and courses for trade union shop-stewards. The National Trade Union Organisation (LO) and the various trade unions run many of their activities in close co-operation with the Workers Education Association (AOF), often with economic support from the Danish Industrial Fund of the Workers' Protection Fund. Courses are often held at the labour movement's own 3 folk high schools or at trade union colleges. Trade union courses (usually of 1–2 weeks' duration) comprise subjects like trade union and shop floor studies, workers' rights, national economy, wage policies, industrial economy and cooperation. A programme of training courses is also run on the many problems connected with raising production (1–2 weeks). Subjects can include estimates, industrial economy, the psychology of co-operation, etc. Security courses usually take a week or a week-end, and are run jointly with the Labour Inspection Departement.

A Co-operation Council has been formed between LO and the Association of Danish Employers to arrange activities such as branch and works conferences.

The Business and Office Staff Association (HK) run a great many Continuation and shop-steward courses, often at their own training and conference premises. The Joint Council for Danish Civil Servants (FTF) run basic courses for union representatives. Nearly all these courses are short.

1.2.3.2 *Employer Association Training Schemes*

The associations referred to here are the Danish Employers' Association, The Industrial Council, Agricultural Associations (not employer associations as such) and the Trades Council.

In the autumn of 1972, the Industrial Council and the Danish Employers' Association signed an agreement on training courses.

The Employers' Association run three residential training establishments. Managing directors and managers are approached and offered a varied programme of training schemes of the further training courses type (mainly short residential courses) comprising, for instance, leadership problems, management and production technique, administrative rationalisation, systematisation, training scheme organisation, marketing, financing and co-operation between firms.

Agricultural activities have a broader surface of contact and are largely of informative type. They are jointly sponsored by the Countryman's Association, the Farmers' As-

sociation, the Agricultural Council and the Cooperative Societies, and are mostly run by the Agricultural Information Office (LIK) and Agricultural Information and Conferences (LOK). These organisations also have their own training establishments.

They provide technical and professional information and teaching materials for agricultural advisers and training officers and produce study materials for farmers' continuation courses in the form of study circle material on agricultural and more general topics usually of a sociological nature.

1.2.3.3 *Labour Market Training Schemes*

With the advance of technology, the former unskilled worker has today become semi-skilled. Since the 1960 Act on Vocational Training for Semi-skilled and other Workers, special training schemes have been introduced for semi-skilled workers, re-training schemes for skilled workers and re-conversion training schemes in general under the Ministry of Labour's Secretariat for Labour Market Training Schemes.

Semi-skilled worker training schemes are arranged within each branch by special Branch Committees (27) consisting of both employers and employees representatives. Most of the courses are held at training establishments for semi-skilled workers, of which there are 27 (20 self-owning, 7 state owned), but many are held on-the-job. The courses are usually short (about 144 hours) and conform to pre-established standards. The training schemes are built on a correlated course-level system, each level constituting an independent module.

The aim is to give students training that is consistent with technological progress and labour market conditions. At the present time there are about 200 courses distributed among about 25 branches. Anyone who has or is seeking employment in industry and who is at least 18 years old can apply. A number of training establishments for semi-skilled workers are residential.

Another type of adult vocational training appears in the *re-training schemes* for skilled workers. These training schemes are arranged and run jointly by both sides of the labour market and the Technological Institutes (of which there are 4 under the Ministry of Commerce) and by the Commercial and Technical Schools (under the Ministry of Education's Directorate for Vocational Training). They are built on the same model as the training schemes for semi-skilled workers and are run mainly as day courses. Over and above bringing students' basic training up to date, they have the additional aim of teaching students new skills and competence with a view to applying them in new production methods and techniques.

As training schemes are designed to supplement the competence and skill of the students they are therefore purely technical in content. The duration of each course is usually from 1–3 weeks and in certain cases can be conducted on-the-job or at the particular trade organisation's own training establishment.

Lastly there are the *re-conversion training schemes*, designed to help people in the adjustment process accompanying a change of trade, to assist the unemployed and those returning to the labour market. Re-conversion training schemes as a rule have concrete objectives and can be sponsored either by a particular industrial concern, by labour exchanges (of which there are 27 centres) or by labour market organisations. The schemes include an orientation of about 40 hours duration on vocational, economic and social problems. Re-conversion usually takes longer than semi-skilled or re-training for skilled worker courses.

The object is to encourage re-conversion to existing jobs, preferably in local development areas (e.g. North and West Jutland, Lolland-Falster and Bornholm) so as to guarantee students both training and permanent jobs and, not least, to encourage industry to increase its activity in developing areas.

An innovation in vocational adult education was the repeal in 1968 of certain

"barrier regulations" in this sector through the Act on Leisure-time Instruction.

Vocational training schemes under the Act on Leisure-time Instruction include various basic and re-training courses on social welfare, secretarial work, commerce, installation and construction, and agriculture, of which the last has by far the largest number of courses. Training schemes are arranged jointly by the organisations covering the particular area of the labour market and are recognised by the Directorate for Primary Schools, Adult and Youth Education and Teacher Training Colleges.

Agricultural Colleges

Agricultural colleges are linked by tradition to the sector of voluntary adult education that has its roots in the Folk High School movement. Administratively they belong in the area of Folk High Schools, Continuation Schools and Domestic Science Colleges under the Ministry of Education/Directorate for Primary Schools, Adult and Youth Education and Teacher Training Colleges. They are, however, clearly competence-based.

There are at the moment about 20 agricultural colleges. It is worth noting the singular situation existing in Denmark in which almost all agricultural training comes under voluntary adult education. Hardly any agricultural subjects are taught in secondary schools, and Farmers' Organisations have no say in the planning of agricultural college curricula.

Agricultural colleges have re-arranged their courses to meet present-day requirements; they no longer make do with 9-month courses, but start with introductory 12-week basic agricultural course for those of the age of 16 and follow these up with 36 to 44 week courses as final courses for farm managers.

Table 6. Training courses for semi-skilled workers. Enrolled students classified according to age and sex. 1970/71, 71/72 and 72/73

		Under 18 year	18–19	20–24	25–29	30–34	35–39	40–44	45–49	50–54	55–59	60–	Total %	In absolute figures
1970/71	Men	0.8	11.6	27.4	19.8	11.7	8.2	7.4	6.2	3.8	2.3	0.8	100.0	23 719
	Women	10.2	23.0	26.3	11.4	6.8	6.1	6.2	4.9	3.1	1.3	0.6	100.0	5 118
	Total	2.5	13.6	27.2	18.3	10.3	7.8	7.2	5.9	3.7	2.7	0.8	100.0	28 837
1971/72	Men	0.9	13.1	26.2	18.8	11.4	8.4	7.2	6.4	4.3	2.4	0.9	100.0	30 095
	Women	10.0	25.9	26.1	10.7	6.2	6.8	5.3	4.5	3.1	1.2	0.2	100.0	5 160
	Total	2.2	15.0	26.2	17.6	10.7	8.2	6.9	6.1	4.1	2.2	0.8	100.0	35 255
1972/73	Men	0.9	13.9	27.7	18.7	11.1	8.0	6.9	5.7	4.0	2.0	1.0	100.0	29 536
	Women	10.7	27.9	26.5	10.4	6.0	5.1	5.1	3.6	3.6	0.9	0.2	100.0	5 391
	Total	2.4	16.1	27.5	17.5	10.3	7.5	6.6	5.4	4.0	1.9	0.9	100.0	34 927

Table 7. Retraining schemes for skilled workers. Enrolled students classified by sex 1965/66, 1969/70, 1970/71, 1971/72 and 1972/73.

	Women	Men	Total
1965/66	22	1 223	1 245
1969/70	–	–	9 000
1970/71	865	9 261	10 126
1971/72	1 764	8 034	9 798
1972/73	631	9 379	10 010

Incomplete statistical data has registered only part of the actual activity. Information from 1969/70 shows only the total number of students in re-training courses for skilled workers.

Table 8. Re-conversion training schemes. Enrolled students classified according to age and sex. 1969/70, 70/71, 71/72 and 72/73.

		Under 18 year	18–19	20–24	25–29	30–34	35–39	40–44	45–49	50–54	55–59	60–	Total %	In absolute figures
1969/70	Men	–	–	–	–	–	–	–	–	–	–	–	–	55
	Women	–	–	–	–	–	–	–	–	–	–	–	–	140
	Total	–	5.6	–	48.2	–	27.2	–	12.8	–	5.6	0.5	100.0	195
1970/71	Men	–	7.0	17.4	19.8	12.8	11.0	12.8	7.6	6.4	3.5	1.7	100.0	172
	Women	1.9	18.3	21.5	13.2	10.6	11.6	10.3	8.0	3.5	1.0	–	100.0	311
	Total	1.2	14.3	20.1	15.5	11.4	11.4	11.2	7.9	4.6	1.9	0.6	100.0	483
1971/72	Men	1.0	9.0	20.0	11.4	11.9	9.0	9.5	14.8	9.5	2.4	1.4	100.0	210
	Women	2.0	15.9	21.5	14.3	10.0	12.0	11.2	6.4	5.6	0.8	0.4	100.0	251
	Total	1.5	12.8	20.8	13.0	10.8	10.6	10.4	10.2	7.4	1.5	0.9	100.0	461
1972/73	Men	0.5	1.5	16.7	15.2	12.6	13.1	12.1	12.1	9.6	5.1	1.5	100.0	198
	Women	4.3	14.0	23.4	14.2	7.5	7.7	12.2	11.0	4.1	1.4	0.2	100.0	492
	Total	3.2	10.4	21.4	14.5	9.0	9.3	12.3	11.3	5.7	2.5	0.6	100.0	690

Table 9. Geographical distribution of enrolled students (in %) in 1970/71, 71/72 and 72/73.

	Semi-skilled worker training schemes			Re-training of skilled workers			Re-conversion tration schemes.		
	1970/71	1971/72	1972/73	1970/71	1971/72	1972/73	1970/71	1971/72	1972/73
Copenhagen + Fredriksberg	10.6	8.4	8.3	14.1	6.8	7.1	0.0	0.0	0.1
Copenhagen	4.8	3.9	4.7	14.9	10.1	20.3	0.0	0.0	0.3
Fredriksborg	2.2	2.3	2.6	4.7	5.3	4.8	1.9	0.0	0.1
Roskilde	1.2	1.5	1.5	3.2	3.4	2.8	0.0	0.0	0.3
W Zeland	4.3	4.1	4.3	4.0	5.7	4.2	0.0	0.3	0.3
Storstrøm	4.5	5.9	5.6	4.1	5.3	4.1	35.4	65.8	0.1
Bornholm	1.3	1.1	1.2	0.9	1.6	1.6	0.0	2.2	4.1
Funen	10.6	11.7	12.5	7.7	10.6	11.9	0.0	0.0	4.7
S. Jutland	4.7	4.2	4.4	2.9	4.2	5.9	15.1	10.1	11.5
Ribe	4.6	4.3	5.0	3.2	4.0	3.0	12.6	0.9	1.5
Vejle	6.6	7.0	6.7	4.4	6.5	5.9	1.0	0.3	2.9
Ringkøbing	8.8	8.6	7.7	6.0	5.7	4.7	9.7	5.1	2.8
Aarhus	9.6	12.3	11.6	7.9	10.9	9.0	1.4	3.2	1.8
Viborg	8.0	7.8	7.3	5.1	5.0	2.9	12.4	2.8	47.0
N. Jutland	14.9	14.5	14.8	15.7	12.7	11.2	9.3	9.2	22.5
The Faeroes	0.0	0.0	0.0	0.0	0.0	0.1	0.0	0.0	0.0
Greenland	0.7	0.4	0.4	0.0	0.1	0.1	0.0	0.0	0.0
Others	3.3	2.0	1.4	0.1	1.9	0.3	1.0	0.0	0.0
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Absolute figures	28 837	35 255	34 927	10 126	9 798	10 010	483	461	690

1.2.3.4 *Further and Re-training Schemes for Personnel in Public Administration*

Concurrently with the rapid expansion of the tertiary sector, the 1960's afforded a growing recognition of the educational needs of public servants.

Here are three examples:

– A considerable number of the educational needs of civil servants are met by the *National Institute of Administration* (founded in 1966 under the auspices of the Budget Ministry). Training here is in the form of short courses, some residential. As a rule the courses are spread over a longer period with a few hours per week during working hours. Personnel employed in local government are also eligible for Administration Institute courses.

– The Residential *College of Municipal Administration* in Grena was established in 1967 by several bodies including the National Municipal Association, and The County Councils Association of Denmark. This college is concerned both with general adult education in the form of liberal non-vocational instruction for those elected or appointed in county and local administration, and with retraining of municipal civil servants. The short courses here are residential, although non-residential courses are being organised by the college in different parts of the country.

– A special institution of adult further education and re-training must be mentioned here: the *Royal Danish College of Educational Studies*. It was recognised in 1963 as an institute of higher education for the purpose of affording further education and re-training for primary school teachers who have been actively engaged in teaching for a number of years. The College also assumes the task of developing and applying scientific research especially relevant to conditions in primary schools. Most of the training is in the form of one-year courses. In the 60's, 6 departments of the College were established in various parts of the country.

1.2.3.5 *In-service Training Schemes*

The old fashioned "apprenticeship", in which the apprentice learnt most of the practical and theoretical aspects of his trade "on-the-job", is gradually dying out. At the same time, industrial concerns have acknowledged the permanent need for on-the-job training for all categories of staff, but taking into account the needs of older age-groups. Recent years have shown a development from specific job-based training to in-service training schemes of greater breadth. In-service training is defined by Dylander and Olesen as "activities designed to alter or renew the skills, knowledge or attitudes of staff not employed under specific terms of training or study, and whose direct expenses or loss of wages are borne wholly or partly by the employer.".

Nowadays more and more firms are establishing their own training departments with permanent training officers and special premises. The sponsor is usually management, who consider training schemes to be an intregral part of personnel policy. Training schemes are looked upon as fringe benefits.

The fact remains, however, that many firms have still not entirely clarified their attitude to in-service training schemes but have adopted them more or less haphazardly.

In many cases, firms employ the services of independent training scheme organisers who specialize in industrial requirements.

It is extremely difficult at the moment to get a complete survey of the content, methods and extent of these in-service training schemes but they should nevertheless be included in any long-term status survey of adult education not only because this sector is experiencing rapid development but because the increase of these activities will lead to greater areas of contact and cooperation between industry's in-service training and other forms of adult education. The expenditure on in-service training is assessed at about 400 million kr. per year, of which only about 70 million comes from public

funds. In-service training is thus the biggest item in the adult education budget.

Both in-service training schemes and the further education and re-training schemes which are increasingly being sponsored by various trade organisations are run with practically no public financial support.

The only fairly reliable statistics available are those on labour market training schemes (1.2.3.3) and the further and re-training schemes for personnel in public administration (1.2.3.4). Labour market training schemes are designed for the largest section of the community with the minimum basic education and low status. The same can be said to a certain extent of the employee organisation training schemes. It seems that the establishment of training schemes that appeal to this section has been successful

Employer Association training schemes are designed for — and also have successfully appealed to — the management sectors in industry.

1.2.4 *The Self-learner*

By this we mean the adult who, in recognition of his own needs and possibly on his own initiative chooses and lays down his own educational programme.

1.2.4.1 *Study by Correspondence*
(point *g* under 1.2.1 above)

The most manageable adult self-learner is the correspondence-learner. It must be recognised that in Denmark learning by correspondence is not particularly highly estimated and that there is no arrangement whereby private students can become eligible to sit for official examinations or tests.

Correspondence-learning has recently developed differentiating learning aids (including tapes, grammophone records and film strips), and some educational institutes (such as the Royal College of Educational Studies, the School of Butchery in Roskilde and the Technical School in Slagelse) have adopted this type of learning.

By far the largest number of correspondence courses are, however, offered by private correspondence colleges, commercially run, but which under the terms of the Act on Leisure-time Instruction can accept a degree of voluntary "state control". Only a fraction of their enterprises have anything to do with leisure-time instruction. In the 50's and 60's, several correspondence colleges worked closely with the civilian education department of the Ministry of Defence, supplying some of the training schemes open to national servicemen. The abolition of the civilian education department from April 1st 1972 terminated this but retained certain other training schemes for military personnel.

In recent years Radio Denmark's Adult Education Department and correspondence colleges have worked jointly on a number of projects, and certain professional organisations have availed themselves of correspondence-learning for their re-training schemes as part of an integrated study programme.

1.2.4.2 *Learning by radio/TV*
(point *o* under 1.2.1 above)

The educational section of Radio Denmark has a special, albeit modest, department of adult education. Up to now it has mainly been concerned with general topics, and has of late availed itself frequently of integrated radio and television programmes supported by book material and, in a few instances, on an experimental basis, a correspondence course. This experiment can hardly be termed successful.

Radio Denmark bases its work on the following three criteria:

Education is the systematised and interrelated learning of knowledge or skills.

A programme can contain elements of such learning which can take place in groups under the guidance of a tutor or similar figure.

A programme can supplement existing learning as an audio-visual aid to tutors and students.

Adult education on television comprises annually about 100 broadcasts of 25 minutes – and on radio about 300 broadcasts of 20 minutes, which are sometimes repeated. These usually take the form of programme batteries which can to advantage be seen and heard by the individual self-learner without materials or books.

The introduction of adult education programmes on television was a characteristic development of the 1960's. Radio followed suit by adding subjects other than foreign languages and study circle discussions. The average number of viewers is estimated at between one and two hundred thousand, and the number of listeners about fifty thousand.

There is great interest at present in the possibilities presented by combined learning systems. Through the initiative of the Danish Ministry of Education/Directorate for Adult and Youth Education in 1971, the Scandinavian countries have co-operated closely in this field for the purpose of developing a practical learning model along common lines and also to establish valid criteria for the appropriate selection of media and methods for adult education. (This project is now known as NOVU and the learning model has been tried out in 1974/75). Two other joint projects should be mentioned in this connection involving the university extra-mural departments and the National Council for Adult Education respectively.

1.2.5 *Special groups*

By and large these groups have either been mentioned already or come under different sections with special regulations e. g. by being granted dispensation.

It has, by now, been generally recognised that teaching and education (not least including adult education in its many different forms) is an important part and means of carrying out an effective social policy. There is a tendency towards integrating those groups suffering from some handicap or disability within the normal framework of adult education.

For those suffering from physical or mental handicaps there are provisions for special education according to the Act on Leisure-time Instruciton.

According to the Rehabilitation Act, rehabilitation centres must establish courses for re-training, and vocational training within established institutions.

The Ministry of Labour has experimentally established special "introductory" training for chronically unemployed young people, whose employment problems are of a social or personal kind.

Migrant labour is regulated by the Ministry of Labour togehter with the various labour and employers organisations. The various parties concerned have agreed on the education necessary (Danish, cultural conditions etc.) to enable migrants to adapt to Danish living conditions. This introductory teaching takes place within normal working hours. Such courses are held under the Act of Leisure-time Instruction and are often accounted for as "special" education, i. e. for those suffering a handicap, to allow for very small classes (2 participants). The Directorate for Primary Schools, Adult Education, Teacher's Training Colleges etc. runs special courses for those who will teach migrant workers.

Refugees are introduced to Danish society via Danish Refugee Aid, who also contribute social and psychological assistance.

1.2.6 *Statistical data*

The very nature of adult education and its organisational structure makes it very hard to describe satisfactorily in terms of statistical data (which are frequently extremely inaccurate). Amendments to legislation and similar changes make comparisons of figures even over the last 10 years difficult.

The community's growing interest and active participation in adult education, however, will hopefully pave the way for improvements in the near future.

As far as possible, statistics have been

included in the text wherever relevant. Here, in round figures, are the registered numbers of participants in 1972/73 in the principal activities listed in the foregoing sections.

Act on Leisure-time Instruction:

Youth Schools (Ch. I)	120 000
Leisure-time instruction for adults (Ch. III)	500 000
University extra-mural departments (Ch. VI)	18 000

Act on Folk High Schools, Agricultural Colleges, Continuation Schools and Domestic Science Colleges:

Folk High Schools	9 000
Agricultural Colleges	2 500
Continuation Schools	7 000
Domestic Science Colleges	2 000

Act on Training Schemes for semi-skilled workers, etc. and re-conversion:

Semi-skilled workers	35 000
Re-training of skilled workers	10 000
Re-conversion training	690

Competence-based adult education had about 25 000 students

It would be impossible to estimate even approximately the numbers of students in connection with 1.2.3 and 1.2.4.

As background information in relation to the growing educational gap which is a contributory factor in the community's increasing interest in adult education, it may perhaps be relevant to reproduce the following two tables from the Institute of Social Research:

Table 10. The Danish population in 1972 between the ages of 20–64, divided into 5-year age-groups and classified according to years of schooling (%).

Age-group	Number of years of schooling			
	Less than 9 years %	9–12 years %	12 years or more %	All %
20–24	42	43	15	100
25–29	56	34	10	100
30–34	70	23	7	100
35–39	78	19	3	100
40–44	78	18	4	100
45–49	79	19	2	100
50–54	86	12	2	100
55–59	89	8	3	100
60–64	88	10	2	100

Table 11 The Danish population in 1972 between the ages of 20–64, divided into 5-yearly age-groups and classified according to level of training (%).

Age-group	University or other Institute of Higher Education training	Other theoretical	Professional training	No training	All
	%	%	%	%	%
20–24	8	14	47	30	101
25–29	4	14	50	32	100
30–34	3	12	47	37	99
35–39	4	12	41	43	100
40–44	2	9	39	51	101
45–49	2	5	37	57	101
50–54	3	8	37	53	101
55–59	1	5	29	65	100
60–64	1	6	37	56	100

1.3 *The organs of public administration*

As mentioned above, adult education comes under the auspices of a wide range of ministries: for this reason the administrative organs vary from area to area. The following description is only an outline, and far from being exhaustive.

1.3.1 Central administration (State)

Voluntary adult education (according to the Leisure-time Instruction Act etc. and the Act on Folk High Schools, Agricultural Colleges, Continuation schools and Domestic Science Colleges) comes under the auspices of the Ministry of Education/the Directorate for Primary Schools, *Adult and Youth Education*, Teachers Training Colleges etc. (Department 2). This directorate is headed by a Director of Education who is directly accountable to the minister. The directorate is staffed by both lawyers and educationalists. The educationalists are appointed as Inspectors of Education and are directly accountable to the director, but to a considerable extent have independent responsibility for one particular field of activity or another (the four forms of residential colleges and the principle areas described in the Leisure-time Instruction Act). The directorate is thus concerned both with questions related to legislation and to educational matters and serves (as far as the Leisure-time Instruction Act is concerned) as an instance of appeal.

The four forms of residential colleges have no regional or local organs of administration. Grants to these types of colleges come under the National Administration of Grants-in-Aid in accordance with the Act on State Support to certain private schools.

With regard to the competence-based instruction given at the 8th, 9th and 10th class level, this is given in co-operation with given in co-operation with the Directorate for Upper Secondary Schools and Higher Preparatory Examination.

There is a Council for Agricultural Colleges in respect of agricultural training. As mentioned under 1.1.7 a Board for Adult Education has been established in spring 1975 as advisory body to the Government.

With the exception of agricultural colleges tural Schools, in respect of agricultural training.

With the exception of agricultural colleges and the vocational courses held under the Leisure-time Instruction Act, vocational training courses for adults are the responsibility of the Ministry of Labour, which is the chief administrative organ with controlling and co-ordinating functions as well as being empowered to supply grants.

The Ministry of Labour is assisted in this work by a *Secretariat for Labour Market*

Educational Schemes, led by a head of secretariat. The secretariat has a number of consultants, who supervise teaching and prepare curricula etc.

27 branch committées are attached to the secretariat as well as a Special Committee concerned with the further training of skilled-workers etc. and a Re-training Committee.

There is a regular and close cooperation with labour exchanges troughout the whole country. Otherwise there are no regional or administrative organs.

1.3.2 Regional administration (County)

Here it is first and foremost a matter concerning activities relating to the Leisure-time Instruction Act. The administration proceeds according to legislation relating to municipal schools and activities proceeding from the Leisure-time Instruction Act of 1970.

14 counties. Each county council has an Education and Cultural Activities Committee. Youth schools are here approved with regard to Chap. I: both planning of youth schools and youth school activities.

Chap III (Leisure-time instruction for adults) Here the county council approves leaders and teachers as well as teaching plans.

The disbursement of state subsidies and grants towards activities relating to the Leisure-time Instruction Act proceed in relation to legislation laid down for control of the schools.

1.3.3 Local administration (Municipalities)

The most common procedure in the 277 municipalities throughout the country is that the local authority elects from its numbers a standing committee, *cultural activities committee*. Under this committee we find statutory commissions and boards, but it is the cultural activities committee which submits all matters to the local authority.

There are two co-ordinating commissions: the school commission (for those schools coming under the local authority) and a leisure-time commission.

a. *Leisure-time Commission*. This commission invites opinions from three boards concerned with leisure-time, youth schools and adult education on questions concerned with leisure-time activities for children and young people, youth schools and adult education respectively.

The leisure-time commission in concert with the school commission prepares an annual survey of the premises and outdoor facilities which are suitable for the above-mentioned activities. Using this as a basis, the leisure-time commission applies to the local authority for access to premises and other facilities.

The leisure-time commission presents its proposals on the cost of leisure-time activities (education etc) in the municipality when the annual budget is proposed.

The leisure-time commission makes its reccomendations to the local authority concerning the organization of youth schools, the approval of leisure-time acitivites for children and young people and leisure-time instruction for adults. The leisure-time commission is responsible for the appointment and dismissal of leaders and teachers at municipal youth schools as well as the preparation of instructions and regulations for leaders of municipal youth schools.

b. The three boards (on which the consumers are represented) prepare proposals and present recommendations to the leisure-time commission in a large number of matters which are of great importance in the carrying out of activities.

Adult Education Board (Chap III of the Leisure-time Instruction Act: leisure-time instruction for adults) annually sets one or a number of deadlines for registering for leisure-time instruction courses in the municipality whereafter it calls a meeting of all those sponsors of leisure-time instruction to

a meeting, which is held immediately after the deadline for registration has been met. At this meeting, the sponsors of leisure-time instruction intimate to what extent they intend to establish leisure-time instruction courses.

The Leisure-time Board (Chap II) and the *Adult Education Board* support and induce private efforts at preparing and carrying into effect leisure-time acitivities for children and young people, and leisure-time instruction for adults, at the same time ensuring that these activities are co-ordinated in an appropriate manner. Where such activities cannot be offered by private sponsors to a satisfactory extent, the board should propose to the local authority via the leisure-time commission, that the local authority itself (perhaps together with other neighbouring local authorities) should supplement activitie as necessary. Many adult education boards are instrumental in providing university extramural activities.

1.4 *Co-ordination and Co-operation*

As we have seen, adult education is conducted under the auspices of many different ministries and is characterized by its many sponsors. Co-ordination and co-operation are therefore central problems, not least at a time when resources are limited.

The Government's efforts to introduce more effective co-ordination are in the melting pot. As mentioned under 1.1.7 a *Central Board for Education* was set up in the summer of 1973. It is intended that 4 so-called Sector boards be set up, one of which would concentrate on youth and adult education outside the educational core. This latter one has just been established, while the other 3 are expected to be established in autumn 1975. The boards come under the Ministry of Education but they also co-operate with the training schemes of other ministries.

Under the Budget Ministry there is the *Training Council for Denmark's Administrative Institute* and under the Ministry of Agriculture, *the Forestry College Council.*

The regional and municipal organs have clearly defined co-ordinating functions.

1.4.1 *Information and Public Relations*

Information from organizers and sponsors of adult education is very sparse. It appears that the potential student receives a very confusing impression of the whole affair from mailed circulars and advertisements.

Adult education on radio and television is probably the educational activity most people hear of. Radio Denmark can address the entire adult community through special broadcasts and short announcements on the daily programmes.

Liberal enlightenment activities and competence-based adult education generally rely on mailing services for the distribution of their seasonal programmes as well as advertisements and notices in the daily press. Joint programmes from two or more sponsors appear only here and there although the trend in this direction is increasing with the help of the local authorities. The practice of sending all the programmes for one local area in one mailing packet is also becoming increasingly popular.

Since 1950, Folk High Schools have sponsored a special information service called the *Folk High School Secretariat,* whose job it is to circulate information about folk high school activities. The Secretariat is state-subsidized and its publications include a yearly brochure giving information on all Folk High Schools.

A similar secretariat for Continuation Schools was set up in 1971.

Details of the trade organisations' shop-steward courses are circulated to members through training-scheme brochures and notices in trade union journals.

The labour market-orientated courses, whether arranged by public or by private instances (e. g. branch unions or firms) are publicised for potential target groups at the works, in newspapers and branch magazines, at trade union offices and labour exchanges

(the latter under the Directorate for Labour).

Under the terms of the Vocational Guidance Act of 1961, the Directorate for Labour has established a nation-wide network of Central Information Offices to gather and circulate information on training-schemes and to run advice and counselling services. Public Vocational Guidance Offices are located at local labour exchanges.

Much of the information at the disposal of the Vocational Guidance Offices is circulated by the Directorate for Labour although local offices do their best to keep people informed of local adult education courses.

Public libraries also make a valuable contribution in keeping the public informed of adult education courses – especially in their own locality.

Vocational Guidance counsellors in public services are by the very nature of their job involved in a certain amount of counselling on studies and training-schemes. The number of clients here has increased rapidly in recent years. It should be mentioned that many adult education institutions and training schemes appoint their own counsellors.

Advice and counselling on studies exist most frequently in relation to competence-based adult education. Efforts are being made, however, to enable leaders and tutors in other forms of adult education to take on the advisory and counselling services which are becoming so increasingly sought after. One of the reasons for this growing need is the closing of the gap between education and the social and cultural sectors, a development which will result in closer co-operation between all three sectors both on personal and institutional levels.

Concurrently the questions related to outreach activities will arise. How is contact to be made with the so-called "learning-alienated", the 75–80 % of the community who never enrol in an educational or cultural activity on their own initiative? One of the solutions being attempted just now is the combined learning system. Several education associations are actively engaged in trying out forms of outreach activity.

1.5 *Financing*

1.5.1 *Principles governing the distribution of expenditure*

Under 1.1 (p. 23) a distinction is made between the educational core, which as a rule is maintained by the state (most of the cost being borne jointly by government and local authorities), and adult education (of which certain sections constitute a future alternative education system). As we have seen, adult education is characterized by its many different sponsors and consequently by its many different forms of finance.

The influence of the state on education also varies a great deal. The free residential colleges (Folk High Schools, Continuation Schools, Agricultural and Domestic Science Colleges) and the Vocational Training Institutions are largely independent self-owning and state-subsidized, whilst competence-based education and leisure-time instruction are mainly financed by private and municipal schools with subsidies from government and local authorities. Correspondence colleges are wholly private and profit making with only modest grants from the state. Education on radio and television is in the hands of the state monopoly, Radio Denmark, and is still financed through licence fees, but is now gradually transferred to the Ministry of Education with regard to the financing.

Expenditure is either regular (as in the case of leisure-time instruction for adults) or periodic (as with grants for the training of leaders and tutors for leisure-time instruction). There is thus no question of any uniform or rigid principles governing the distribution of expenditure in adult education. Broadly speaking, one could say that the more labour market-orientated and competence-based the adult education is, the greater the percentage of expenditure is borne by public funds. The costs of the physical facilities (establishment costs) are, however, usually borne by public funds. By and large, the educational sector is today the second largest item on the national budget.

The total expenditure in 1972/73 was just over 7 milliard kroner, of which primary schools received 4 milliard kroner, secondary schools 1,5 milliard kroner, higher education approx. 1,5 milliard kroner and adult education only 400 million kroner.

The present subsidy regulations for pupils/students/participants (with over 3/4 milliard kroner at their disposal) are first and foremost to the advantage of the educational core.

1.5.2 *Financing of general liberal non-vocational adult education*

With regard to the various forms of general adult education, see section 2.1 (pp 27–35).

(a, c) For *Youth Schools* (p. 29) the Leisure-time Instruction Act requires local authorities to assume the responsibility of providing the 14–18 year olds with the opportunity of attending youth school classes. The local authorities are empowered to arrange camps, clubs and other leisure-time activities in connection with these classes.

Government subsidies for Youth School activities are calculated on the basis of 50 % of the tutors' salaries, and for primary and secondary school teachers who teach a number of their curricula lessons in Youth Schools, 60 %.

State expenditure for Youth Schools and Youth Residential Colleges in 1967/68 was approx. 11 million kröner and in 1972/73 approx. 27 million kroner.

(e) For *general liberal non-vocational leisure-time instruction for adults* (Chapter III of the Act) (p. 29), local authorities are usually required to provide grants as and when the terms of the Act are fulfilled. In addition to economic aid, local authorities are required to provide suitable equipped free premises, lighting, heating and cleaning.

Government and local authorities subsidize up to 5/12ths of the tutors' salaries, while students themselves pay the remaining 2/12ths = 1/6th.

In the case of compensatory and remedial classes, participation is free, with government and local authorities contributing 50 % each. All students cover the cost of their own teaching materials. In 1967/68, state expenditure for evening schools (under the terms of the Act of 1960) was approx. 21 million kroner, while in 1972/73 it was approx. 40 million kroner for general leisure-time instruction.

Supplementary Cultural Arrangements can be arranged in connection with educational activities (Chapter IV of the Act), to which a government subsidy of 1/3 can be granted on condition that at least 1/3 of the cost is borne by the local authority. Government subsidies for this purpose are in the region of 170 000 kroner.

f. Subsidies for *university extra-mural departments* are provided by the government alone. In 1972/73 these were in the region of 800 000 kroner. Before the Leisure-time Instruction Act (1968) the extra-mural departments received a special annual appropriation.

The Leisure-time Instruction Act has paved the way for organisations within the operational area of the Act to appoint *consultants* with 70 % state subsidy. Unlike the previously mentioned regular expenses, this is a specified but annual item on the national budget of just over 3 million kroner (1972/73).

Another specified annual budget item is the state subsidy to the *training of leaders and tutors* in leisure-time instruction. In 1967/68 this item was about 900 000 kroner and in 1972/73 about 4,2 million kroner.

The Leisure-time Instruction Act has also provides for the *reimbursement for loss of salary* incurred by students while on courses. This item was about 600 000 kroner in 1972/73.

Lastly, various other state subsidies can be mentioned (for experimental teaching, establishment of premises, youth clubs, etc.) amounting in 1972/73 to about 2 million kroner.

b, i, j, k. For residential colleges (section 1.2.1.3) the state provides subsidies of 85 % of the educational expenses while the remain-

der, including food and board, is paid by the students. Students can apply to their local authority and to the government for grants to cover part of their expenses. The government also provides grants for establishment costs of up to 5/6ths of the whole. The remaining 6th must be met by the college.

State expenditure in respect of Residential Colleges (Act on state support to certain private schools) was in 1967/68 approx. 28 million kroner for Folk High Schools, 20 million kroner for Continuation Schools, and approx. 4 million kroner for Domestic Science Colleges. The corresponding figures for 1972/73 were 67 mill., 77 mill., and 8 mill., respectively.

As previously mentioned, students attending these Residential Colleges can, under the terms of the regulations governing these colleges, apply for government grants to cover part of their expenses (at present about 250 kroner per week). This size of the grant is calculated on a system of points based on the students', or for those under the age of 21, the parents', economic position and number of dependents. The maximum grant is 70 % of the student's fees; in the case of students of compulsory school age, 80 % (domestic science colleges and continuation schools). This costs the state-budget about 40 million kroner. Students' local authorities can supplement the grants.

Expenditure under the Act on *Public Libraries* (see section 1.2.1.4) in 1967/68 was about 65 million kroner and in 1972/73 about 135 million kroner, including school libraries (Ch. IV of the present law) but not including authors' subsidies. The state covers 1/3rd of the public library expenses, the remaining 2/3rds being covered by local authorities. It is estimated that about 20 % of the money goes to school libraries, which are theoretically also open to adult education students using the schools. In actual fact, adult education makes extensive use of public libraries, some of which employ special liason librarians. Libraries are under the Ministry For Cultural Affairs, as are museums.

It should perhaps be mentioned that the Ministry of Agriculture extends generous grants to enlightenment enterprises in the agriculture and forestry sectors. These include grants for the appointment of branch association consultants (1967/68 – 30 million kroner and in 1972/73 – 70 million kroner). Many of the Ministry of Agriculture's activities are of a practical, external and informative character (such as inspection, supervision and experimental activities, and museums).

The State Housekeeping Council and Information Service for housewives, under the Ministry of Commerce, approx. 3 million kroner in 1967/68 and in 1972/73 approx. 6.5 million kroner.

All in all, national budget expenditure on general liberal non-vocational adult education referred to in 2.1 (including public libraries) is estimated at about 400 million kroner, while local authority expenditure is estimated at about 325 million kroner in cash (of which by far the biggest part, approx. 250 million, goes to libraries). Local authorities must calculate with the added expense of providing free premises.

Students' and sponsors' own contributions referred to under 2.1 are estimated at about 50 million kroner. The total expenditure of actual liberal adult education is estimated reservedly at about 400 million kroner.

1.5.3 *Financing of Qualifying Adult Education*

We refer here to section 1.2.2 (pp. 35–37). For competence-based education, the principle is upheld that education shall be free to students. Registration fees are, however, required, and these vary from one course to another. The cost of competence-based education run in accordance with the Act on Leisure-time Instruction is shared equally by state and local authority. Moreover, expenditure on competence-based adult education appears in the accounts of established insti-

tutions or organisations and it is therefore difficult to separate the figures. Some of the expenses are therefore of necessity included in the above.

For the Higher Preparatory Examination in single subjects under the Act on Leisure-time Instruction, the expenditure for 1972/73 can, however, be extracted since experimental studies were involved and these have been observed closely. The cost was just over 6 million kroner, shared about equally by state and local authorities.

Budget expenditure for the rest of the *upper secondary level* (see 1.2.2.2) was in 1967/68 about 17 million kroner, of which 1 million came from the Ministry of Agriculture. In 1972/73 state expenditure on theoretical A-level courses (except that covered by the Act of Leisure-time Instruction) was about 45 million kroner. Besides this there was 1.5 million kroner from the Ministry of Agriculture.

Expenditure on the four Technological Institutes, under the Ministry of Commerce, is about 50 million kroner, although only certain of the institutes' activities fall within the area of adult education, and these are most frequently run in close co-operation with actual training institutions.

All in all, it can be estimated that the national expenditure on qualifying adult education is in the region of 50 million kroner. But it must be emphasized that this amount will increase with the transfer of expenses mentioned under 1.5.2, and with the expenses covered by local authorities first and foremost in the form of premises placed at the disposal of adult education. While students usually pay for their own teaching materials, they may often (especially if they are full-time students) be eligible for state educational subsidies. For students over 20 years of age, a maximum grant of 9 000 kroner annually is available, depending on geographical location, economic position and number of dependents. Students who are not financially supported by parents can obtain a grant of 2 900 kroner, supplemented by a loan of 5 900 kroner. For students under 20 years of age, these amounts are somewhat lower. The cost to the student, however, depends on the local authorities but is usually in the region of 500 kroner yearly.

1.5.4 *Financing of Adult Education in relation to the Labour Market*

See section 1.2.3 (pp 37–43).

Information about this large and rapidly expanding field is insufficient and totally unreliable. Neither the organisations nor the industrial concerns are particularly helpful on the question of statistical and economic data, and the sparse information forthcoming does not form a convincing picture of the whole. The activities are conducted with partial subsidies from several different ministries, first and foremost the ministries of Education, Agriculture, Commerce and Labour.

With regard to labour market training schemes with public funds (section 1.2.3.3) it is established that the courses are free to students whether they are run by the Ministry of Labour or the Ministry of Education. For vocational training schemes, the Leisure-time Instruction Act requires that the state and local authority share the costs, 50 % each.

Re-imbursement for loss of salary can be claimed by those taking part in adult vocational training schemes under the Ministry of Labour corresponding to unemployment benefit not exceeding 90 % of a full week's wages for a normal working week. Re-imbursement is paid for 6 days a week.

If a student on a day course has, during the 4 weeks prior to the course, had a higher average income per day, his re-imbursement is correspondingly higher, though not exceeding 125 % of the corresponding unemployment benefit.

Unemployment benefits for most of the unions is fixed for 1973/74 at 116 kroner per day.

State expenditure on re-imbursement for

loss of income or employment in 1965/66 was 8.5 million kroner, in 1969/70 it was 30 million kroner, and in 1972/73, 60 million kroner.

In addition grants can be allotted for students' travelling expenses. In 1965/66 these amounted to approx. 343 000 kroner, in 1969/70 to 976 000 kroner and in 1972/73 to approx. 1.9 million kroner.

The state subsidizes the expenditure of the 20 independent self-governing training establishments for semi-skilled workers to the extent of approx. 85 %, while the labour market organisations cover 10 % and the local authorities the remaining 5 % (from the student's own local authority). Expenses incurred by the 7 state schools are covered entirely by the state.

For re-training schemes for skilled workers, conducted in many cases at existing commercial and technical schools, there are subsidies of 85 % available from the state, the remainder being paid by labour market organisations.

The state covers all expenses incurred in re-conversion training schemes. Total state subsidies to the expenditure of these educational institutions under the Ministry of Labour in 1965/66 was 26 million kroner in 1969/70 approx. 35 million kroner and in 1972/73 nearly 62 million kroner. Further, in 1972/73 the Ministry of Labour granted 1.2 million kroner to Kofoed's Training School in Copenhagen.

Agricultural Colleges in 1972/73 received 25 million kroner in state subsidies.

Expenditure on the *National Administrative Institute* (under the Budget Ministry) was nearly 10 million kroner in 1972/73, while subsidies to the Royal Danish College for Educational Studies were in 1967/68 approx. 15 million kroner and in 1972/73 approx. 40 million kroner, in addition to which there was approx. 1.5 million kroner in students' grants and travelling allowances. Students' local authorities covered the additional expenses of supply teachers.

The in-service training mentioned under 1.2.3.5 is subsidized only to a moderate extent by public funds – about 70 million kroner out of an estimated total af approx. 400 million kroner.

Total estimated public expenditure on adult education in relation to the labour market is somewhere in the region of 275 million kroner (of which only a modest part comes from local authorities), while private expenditure (organisations, industry, etc.) is about 350–400 million kroner. But these figures are very inexact and must be accepted with reserve.

1.5.5 *Financing of Self-study*

see section 1.2.4 (pp 43)

As already stated, correspondence colleges in Denmark are self-owning profit-making concerns. State grants can be sought in compliance with special deficit regulations. The total amount under the terms of the Leisure-time Instruction Act has increased from 50 000 kroner in 1967/68 to about 85 000 kroner in 1972/73. There is also an unspecified amount from the Ministry of Defence Civilian Education.

Radio/television studies are run by Radio Denmark under the Ministry for Cultural Affairs. The total cost (from licence fees) of the Education Department was in 1972/73 15 million kroner, of which 6 million went to the adult education sector. Modest grants from the Ministry of Education are allocated for the conduct of combined education projects. A gradual take-over of financial responsibility by the Ministry of Education is in process and will be finished in 1976/77.

1.5.6 *Diverse Expenses*

It is very difficult to demarcate and limit the field of adult education. However, without any pretensions to completeness and at the risk of including more peripheral activities, some national budget items under various ministries can be summarized in the following:

The biggest item, about 40 million kroner comes under the Ministry of Defence and

covers both Civil Education (30 million) and the Information and Welfare Services (10 million.

The second largest item is found under the Ministry of Justice and covers occupation and training of prisoners (30 million) and the Council for Greater Traffic Safety (3 million). Lastly, there is the State Institute for Vocational Teacher Training (approx. 10 million).

All in all, some 80–90 million kroner, which could probably be supplemented by various amounts from other Ministries. These activities are very varied (educational, informative, etc.) and are mainly financed by the state.

1.5.7 *Special arrangements*

The social laws on financial assistance for education covers help to vocationally under-priviledged persons (rehabilitation laws), help to the single parent, to unmarried mothers, and to widows in special circumstances, (welfare, mothers' help and widows' pension laws). Under the rehabilitation law, all persons who are vocationally under-priviledged either on physical, psychological or social grounds can be assisted to aptitude tests, rehabilitation, education or skilled training. The assistance covers food, rent, study fees, transport, etc.

In 1971/72, over 10 000 grants were awarded and the total expenditure to educational projects was 111 million kroner. About 50 % of the grants came within the area of adult education covered by this report.

The Social Welfare legislation assists single parents with one or more children under 18 years of age living with them to undergo re-training or re-conversion training that can be reasonably expected to maintain both him/herself and the child/children.

3 000 persons received this kind of subsidized training in 1971/72 to an amount of about 17.5 million kroner. The type of training is not revealed but it can be assumed that, in the main, it came under adult education.

The Mothers' Help Act provides for assistance to unmarried mothers with children under 2 years old. In 1971/72, 1 371 persons received grants for training under this Act to a total amount of 11 million kroner.

The Widows' Pensions Act provides assistance to widows without children. 1 100 persons received help under this Act in 1971/72 to a total amount of 7 million kroner.

It should be mentioned that both public and private concerns to a very large extent pay their employees full salary during training which runs concurrently with, or in the form of, practical work.

It would be impossible to calculate the number of persons who enjoy the benefits of this system, or how much it costs.

1.5.8 *An attempted summary*

It will be apparent from the foregoing that many ministries have considerable expenditure in connection with activities that must be considered as adult education. Roughly, national budget expenditure on actual educational activities is around 375–400 million kroner. In addition to this there is the expenditure on various supplementary measures (consultants, training of teachers, etc.) amounting to about 80–85 million kroner (mostly under the Ministry of Agriculture) and on various subsidies for students – an item of about 100 million kroner (mainly under the Ministry of Labour). To this must be added some of the supplementary expenses in connection with social welfare legislation – an amount of some 75 million kroner.

With all possible reserve, the budget expenditure in connection with various adult education enterprises in 1972/73 is estimated at about 650 million kroner. The contribution of local authorities is, by comparison, very modest, amounting to 100–125 million kroner.

The joint contributions from sponsors, firms and students can perhaps be estimated

at approx. 400 million kroner.

Adult education in Denmark in 1972/73 has thus cost over 1 000 million kroner.

1.6 *Training of teachers within adult education*

1.6.1 *Leaders and teachers within the field of voluntary adult education* (Leisure-time instruction Act and Folk High School Act etc.)

Table 10. Estimated number of teachers employed in youth and leisure-time instruction (1971/72)

	Full-time	Part-time
Continuation schools	750	500
Domestic science schools	90	60
Folk high schools	450	350
Agricultural schools	170	80
Residential Youth schools	22	
Youth schools		11 000[1]
Leisure-time instruction for adults	30	19 135
Total	1 512	31 125

[1] Including an estimated 175 full-time teachers (so-called classified posts) who are employed by and paid by local authorities out of local education authority funds.

As can be seen from the table above, it is estimated that there are approximately 20 000 teachers employed in leisure-time instruction for adults. A third of them are replaced annually.

This group of teachers is characterized by the fact that virtually two-thirds have never received any form of professional teacher training whatsoever, and that the teaching of adults is an incidental form of employment for nearly all of them. These two circumstances also create special problems as far as training of teachers for adult education is concerned.

However, it should also be noted that during the past decade there has been an ever-growing interest and effort to give this part-time teaching corps a necessary insight into the theory of education and the principles and practice of teaching method. Likewise, there has been a steadily growing interest among teachers and leaders to qualify themselves professionally.

In accordance with the existing organisation within the field of leisure-time instruction, the training of teachers for adult educational activities is decentralised to ensure being able to meet the individual, and the wishes and interests of the many sponsors.

The principal arrangers of teacher training courses are:

a. Private sponsors of leisure-time instruction (the education associations)
b. County councils – through leisure-time instruction consultants, who have also been assigned a special co-ordinating function;
c. Teacher associations;
d. The Royal Danish College of Education; and
e. The Directorate for Primary Schools, Adult and Youth Education, Teacher Training Colleges etc.

The main types of teacher training courses are:

A. Basic courses for teachers in adult education.
B. Leader courses.
C. Remedial teaching courses.
D. Courses for teaching in study groups.

Through conferences, meetings and working groups, the Directorate has been very actively engaged in promoting these and other kinds of courses.

A The Directorate issued a proposal in 1969 (including a description of content and aim, together with references to literature on the subject) for a *Basic Course for Teachers in Adult Education* lasting 180 hours. This proposal has in due course been followed up by the counties and most of the educational associations – with the exception of the Workers Educational Association (AOF).

This association has since then established a similar 100 hour course.

It is estimated that 60–80 basic courses for teachers in adult education were held throughout the country in 1972/73 and that approximately 2 000 participated in them. The 180 hours are split up into 6 modules, each of 30 hours: this has been done to make the preparation of the courses more flexible. It is now quite common to stretch the course over 2–3 years (2x90 hours or 3x60 hours) and that the courses are a combination of evening classes, week-end courses and residential courses. The course comprises principles and practice of teaching method (approx. a half), sociology and psychology (approx. one-third) the remainder of the time being concerned with giving a description of the legislation relating to leisure-time instruction.

The course is aimed at those who are otherwise qualified but lack teacher training.

B The Directorate has also issued guidelines for plans for leader courses. Altogether four kinds of courses exist: an *elementary course for leaders* (8 hours) of small evening schools (with less than 5 classes – approx. 1 500 leaders were recognised 1971/72); an extended *administrative course* (36 hours) for leaders of large evening schools (approx. 850 leaders recognised 1971/72) as well as courses for leaders responsible for *competence-based* instruction (approx. 160 in 1971/72) and *remedial teaching* (approx. 325 in 1971/72) each of 12 hours. That is to say, the total leader training is of 68 hours – equal to two weeks full-time residential course.

It is estimated that 12–17 leader courses were held in 1972/73 with approx. 250 participants.

It should be mentioned that a number of teaching method courses related to special subjects and lasting 1–2 weeks are also held (to a great extent held by teacher associations related to those subjects which are linked to the Danish Association of Evening Schools and Youth Schools) as well as courses on the principles of *remedial teaching* (these courses are mainly arranged on a regional basis via cooperation between the various sponsors and with financial support from the Directorate; the length of such courses is 14 days).

Finally it should be mentioned that via a number of experimental courses for teachers involved in *study groups*, the Directorate has attempted to define the content and form of this type of course, the aim of which is to equip the teacher to run project-orientated study circles.

It is extremely difficult to state the number of participants in all these courses, but the total number is estimated to be approximately 5 000 annually.

The greatest part of the teacher training referred to here is financed by means of a special grant for "the training of leaders, teachers and other employed in leisure-time instruction", para. 101 in the Leisure-time Instruction Act. Reference to a similar grant can be found in para. 17 in the Act on Folk High Schools, Continuation Schools, Agricultural Colleges and Domestic Science Colleges.

Financial support is either given in the form of a general grant (approx. 60 % of the total grant) to organisations who are experienced in preparing and running courses, or as a direct grant as support to individual courses.

As far as teachers at the various residential colleges are concerned, special courses are run for them relating to the subjects taught by specialists from the teacher associations. It should be noted that the greatest part of domestic science and handicraft teaching is given by teachers in these subjects who have been trained at teacher training colleges.

Tune School of Agriculture is a self-governing institution recognised as an agricultural college according to the Act and is primarily a course establishment. Its main purpose is, through holding short courses, to assume a great deal of the responsibility for the further education of counsellors and teachers in farming.

1.6.2 *Other forms of training for teachers in adult education*

As an expression of the growing interest in this field in the past years a number of alternative forms of training have appeared for teachers involved in adult education.

The largest institution is the *State Institute for Vocational Teacher Training*, which is responsible for a great part of training of teachers in adult education linked to the labour market. This includes the approx. 200 full-time teachers under the Vocational Training Secretariat and the teaching staff of commercial schools, technical schools, technological institutes etc. The State Institute for Vocational Teacher Training (established 1969) has already in turn established a number of departments throughout the country. It gives a basic course in the principles and practice of education and teaching method of approx. 30 weeks, and teachers return at regular intervals for shorter sandwich courses (1–2 weeks). The courses are normally residential and full-time.

It should also be noted that in recent years there has existed a so-called *special line studies B education* at teacher training colleges specially aimed at youth and adult education.

For some years the *Royal Danish College of Education* has held an 8–10 week course for instructors in adult education; also one-year part-time courses (2 hours per week) in the teaching of youth and adults.

Two tendencies can clearly be seen in the various forms of training of teachers in adult education: educational technology and creative social awareness.

Educational technology has clear learning demands with skills and knowledge formulated in behavioural terms; while the development of a creative social awareness tends towards the development of attitudes and to give an insight or understanding of democratic social situations and communication.

The first tendency (here represented by the State Institute for Vocational Teacher Training) has been favoured somewhat in the 1960's, whilst the latter (represented by the organisations concerned with popular enlightenment, among others) has been a more neglected area.

In these years, the two tendencies are approaching each other.

1.7 *Research in the field of adult education*

Up until now, research concerning adult education in Denmark has been particularly concentrated towards the structure of the educational system around the teacher. Thus, adult education research has attached much importance to illustrating the relationship between teacher and student, for example by investigating teaching methods (including innovations in methods of teaching adults), as well as studies in social relationships in the classroom.

Investigations concerned with educational sociology have until now primarily been restricted to the educational core, where there has been an investigation into recruitment for school courses leading to university entrance and the Higher Preparatory Examination.

Research of an educational sociological nature concerning adult education has, however, increased concurrently with the greater importance that adult education is assuming, among other things as an alternative educational system. Bearing in mind a number of initiatives within research that have been taken from different sides, it is possible to state at the present moment that there is a tendency towards adult education research in Denmark being directed towards more sociologically orientated problems. A number of major projects can be mentioned as examples of this.

The preparatory stages of a major sociological survey of the participants in leisure-time instruction in Denmark has just been completed. A project concerned with the tendencies towards regionalisation and localisation of leisure-time instruction in Denmark is on the point of being completed; a sociological investigation into investment

made by 80 Danish firms of training for the employees and an investigation of training and education in the labour market as a whole have been completed.

Research into adult education in Denmark can thus be said to cover a wide range, which can best be illustrated by the following survey giving examples of Danish research into adult education. There is no pretence that this is a complete list. Such a list could only be made with the greatest of difficulty, partly because of the spread of research into adult education over many research institutes which are completely independent of each other, partly because until now it has not been possible to establish a single, institution to coordinate research into adult education in Denmark.

Examples of research into adult education in Denmark (either in progress or recently completed).

Projects concerned with:

1. Recruitment to leisure-time instruction. Social background of participants, reasons for participation etc.
2. Tendencies towards regionalisation and localisation of leisure-time instruction in Denmark (sub-project of the above).
3. The investment made by Danish firms in the training of employees.
4. Obstacles to participation in adult education.
5. The need for language teaching on radio and tv.
6. The participants in basic vocational training courses.
7. The recruitment of teachers in adult education, their teaching methods and need of teacher training.
8. The history of the Danish Folk High School.
9. Working patterns in education.
10. The study habits of students.
11. Programmed teaching.
12. The solution of group problems.
13. The utilisation of process analysis and process improvement techniques by the teacher.
14. Intellect and old-age.
15. The innovation of teaching and working methods in adult education.
16. The choice of media and methods in adult education.

For some years work has been in progress in planning to establish a Centre (or Institute) for Adult Educaton to be linked to Odense University Centre. According to this plan the Centre should concern itself with all forms of adult education and also see these in relation to other forms of schools and education as well as the social framework. It will concern itself with research as well as teaching and disseminatory work. However the Odense-plan remains in abeyance for the time being. Instead, in the course of 1974 various regional adult education centres have been established with the same tasks, but on a county basis. In a number of cases these centres are financially supported by county councils.

1.8 *Concerning teaching aids*

As mentioned several times previously, a characteristic of adult education is a very large number of sponsors, without any coordination between the various parts of the system. This applies equally to the situation surrounding teaching aids. Everything appears to indicate that the same amount of money is expended on teaching-aids per participant in adult education as is expended per pupil in, for example, a primary school. Nevertheless, private producers of teaching aids (including publishers) as well as public producers and disseminators of teaching aids, deliver far fewer units to adult education than to the educational core. This is also true for such general subject areas as psychology and education, where the number of participants can be assumed to be equivalent to or even several times greater than a complete year of a particular class in the primary schools.

The various parts of the adult educational system have very unequal access to counsel-

ling, library services and other teaching-aid services (including e. g. audio-visual workshops). Conditions are best for those parts of the system which function within institutions with a capacity for building up these services within their own framework.

Horizontal contact is established mainly on the initiative of trained librarians, wherever such are employed. Even within institutions of higher education, who together have invested vast sums of money in teaching aids, systematic co-operation – with a view to co-ordinating the use of teaching aids – is still only at a preliminary stage, apart from the university libraries. Also, until now the higher education establishments have attempted to solve the problems relating to teaching aids in isolation from adult education.

Teachers and participants in courses of education outside the major educational establishments are forced into the commercial market to satisfy their educational needs – or at best to borrowing from public libraries (with single copies of books available only, and with minimal resources of audio-visual aids).

An educational advisory service is not linked to the disseminating organ, but to a varying degree is based on the availability of consultants within the specific field of education. Specially prepared instructions may also be available. Adult education avails itself to a certain extent of the primary schools' county media centres, especially for the duplicating of locally produced teaching material. A very large volume of internal teaching material is produced within all forms of adult education. Within the private commercial, trade and industrial sector there is, for example, a massive investment in the purchase and production of educational aids and in the local production of teaching material – without, however, the remainder of the adult educational system gaining any benefit from it.

Teacher training schemes have been leading with regard to the use of ready-made and home-made teaching aids.

Here again formalised education – institutes of further and higher education, teacher training colleges etc. within the public sector – are in a more favourable position regarding information, advice and library services compared with many branches of adult education, which as a rule are carried on by private initiative. An exception to this is the State Institute for Vocational Teacher Training.

The diffuse nature of adult education and the pervading weak contact with the educational disseminating organs makes it difficult to get effective information and teaching aids both for the private producers (including publishers) and the public producers of teaching aids. Adult education employs generally speaking all forms of teaching aids, from the most simple to the most complex, sophisticated and expensive, but there is a great difference – not to say fortuitousness – in the extent to which any individual aid is actually employed. The situation is especially coloured by the conditions prevailing within the individual institution concerned, or by the field of educational activity. The individual student is in a particularly precarious position. Apart from the public libraries such students normally denied access to the use or borrowing of teaching aids but must – frequently without any professional educational advice – buy material the best they can.

In 1974/75 a *National Centre for Teaching Aids* and regional centres have been established. The regional centres are on a county basis. in the legislative proposals dealing with these, adult education is on a parity with other parts of the educational system with regard to the use of such centres. Adult education will be able to use the registers and catalogues of the national centre, and in common with other parts of the educational system will be able to demand the purchase, production and dissemination of teaching aids. The national centre will canalise these demands and attempt to co-ordinate the contribution made by the public sector and can in special

circumstances itself contribute to production etc.

The activity of the county centres for teaching aids as educational power centres on a regional level can give adult education access to educational advice on the choice and use of teaching aids. Consideration for adult education's many-sided and urgent needs in this field should be of decisive importance in the future establishment and activity of regional teaching aid centres.